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ESTIMATES COMMITTEE
1962-63

FIFTEENTH REPORT

(THIRD LOK SABHA)

PLANNING COMMISSION

INDIA
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ESTIMATES COMMITTEE (1962-63)

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* FIFTEENTH REPORT

(THIRD LOK SABHA)

PLANNING COMMISSION

Action taken by the Planning Commission on the recommendations contained in the Twenty-First Report of the Estimates Committee (Second Lok Sabha) on the Planning Commission

LOK SABHA SECRETARIAT
NEW DELHI
February, 1963/Magha, 1884 (Saka)
Price : *Re.* 0·65 *nP.*

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ESTIMATES COMMITTEE
1962-63

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SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*

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*Elected w.e.f. 15th November, 1962 *vice* late Shri B. J. Singh.

**Elected w.e.f. 18th August, 1962 *vice* Shri Shivram Rango Rane resigned.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee present this Fifteenth Report of the Estimates Committee on the action taken by Government on the recommendations contained in the Twenty-first Report (Second Lok Sabha) of the Estimates Committee on the Planning Commission.

2. The Twenty-first Report of the Estimates Committee was presented to the Lok Sabha on the 26th April, 1958. The Planning Commission furnished their replies indicating action taken on the recommendations contained in the Report between 19th March, 1959 and 12th July, 1960. The Planning Commission were requested thereafter to furnish further information on points arising out of their replies to certain recommendations contained in the Report. The replies were examined by the Study Group 'G' and Study Group 'E' of the Estimates Committee on the 7th December, 1959 and 11th December, 1962 respectively. The draft Report on action taken on all the recommendations contained in the Report was considered by the Study Group 'E' on the 23rd January 1963 and adopted by the Committee on the 30th January 1963.

3. The Report has been divided into the following four chapters:—

I. Report.

II. Recommendations that have been accepted by the Planning Commission.

III. Replies of the Planning Commission that have been accepted by the Committee.

IV. Replies of the Planning Commission that have not been accepted by the Committee.

4. An analysis of the action taken by the Planning Commission on the recommendations contained in the Twenty-first Report is given in Appendix II. It would be observed therefrom that out of 33 recommendations made in the Report, 7 recommendations *i.e.* 21.2 per cent have been fully accepted by the Planning Commission while 9 recommendations *i.e.* 27.3 per cent have been accepted partly. Of the rest, replies of the Planning Commission in respect of 16 recommendations *i.e.* 48.5 per cent have been accepted by the Committee while the reply to 1 recommendation *i.e.* 3 per cent has not been accepted by the Committee.

H. C. DASAPPA,
Chairman,
Estimates Committee.

NEW DELHI-1.
February 4, 1963/*Magha* 15, 1884 (*Saka*).

CHAPTER I

REPORT

The Estimates Committee are glad to state that the points brought out in their Twenty-first Report (Second Lok Sabha) on the Planning Commission have been replied to by the Commission generally to their satisfaction. There is, however, one recommendation, reply to which has not been accepted by the Committee and which has been commented upon in Chapter IV of the Report.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE PLANNING COMMISSION

S.No (as in App. IX to the 21st Report)	Reference to para No. in the Report	Summary of Conclusions/Recommendations	Reply of the Planning Commission
1	2	3	4
8	25	The Committee consider that the present arrangement of having the Cabinet Secretary to function also as Secretary of the Planning Commission is neither necessary for high-level contacts nor conducive to efficiency. The present arrangement appears to leave very little time for the Cabinet Secretary to give adequate attention to the Planning Commission. The activities of the Planning Commission have increased and have to be well organised if the Commission is to fulfil its obligations and responsibilities. It is necessary that its activities are planned and organised efficiently with the utmost co-ordination not only among its own divisions, but	The principle underlying the recommendation has been accepted, but it is considered that the close association of the Cabinet Secretary with the Planning Commission facilitates contact and coordination between the Cabinet and the Planning Commission. An Additional Secretary has been appointed to relieve the Cabinet Secretary of many of his duties in relation to the Planning Commission. This arrangement has been made to enable the bulk of the work of Secretary to be done by a wholetime Additional Secretary, while permitting continued association of the Cabinet Secretary with

		also with activities of similar nature being carried on elsewhere. For all these, there should be a person with ability and experience, giving his whole-time attention to this matter. The Committee would, therefore, recommend that there should be wholetime Secretary for the Planning Commission.	the Commission's work. [*Planning Commission's O.M. No ADMI/10(62)/59 dated* 19-3-1959].
9	28	From the chart of Organisation, the Committee find that allocation of work among the Divisions has not been done on a rational basis. The Committee understand that the Planning Commission has prepared a scheme for re-organising the Divisions. They hope that early steps will be taken to effect the re-organisation.	The reorganisation of the Planning Commission has been completed. A short note indicating the main features of the re-organisation is enclosed (Appendix I). [*Planning Commission's O M. No ADMI/10(62)/59, dated* 19-3-1959].
10	32	The Committee feel that even though the same yardstick that applies to the Secretariat staff may not apply to the research personnel in the various Divisions and Sections of the Planning Commission, it should be possible to lay down standards of work to assess the number of persons required to deal with the work on hand. These standards may vary according to the type of the job to be done. The Committee would, therefore, suggest that with	The Planning Commission agrees with the suggestions and has followed them in assessing the requirements of different sections in the reorganisation scheme which has been recently approved. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].

1	2	3	4
		the experience gained so far, standards should be laid down and the creation of new posts judged against those standards. They would like to point out that while the organisation is expanding rapidly it is very necessary to ensure that posts are sanctioned only when they are fully justified by the work on hand.	
12	35-36	The Committee recommend that action should be taken expeditiously to finalise the seniority list and make confirmation against the permanent posts at present available. It is understood that the Ministry of Finance have agreed to more number of temporary posts being converted into permanent ones. The Committee hope that early action will be taken in the matter. They would recommend that there should be no delay in making confirmations against these additional posts, when they are made permanent. Necessary administrative action like fixation of seniority of all the persons who will be affected should be initiated very early. They desire that	Seniority lists for different grades of officers are being finalised and action by way of confimation against permanent posts is being taken as more posts come into the permanent list. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].

		in the matter of converting as many temporary posts as possible into permanent ones and confirming persons in the permanent posts, the Planning Commission should set an example to other Ministries|Departments of the Government of India.	
15 (i)	39	The Committee are of the view that even though the Public Management Studies Section has been engaging itself in some activities, it has not been very useful for the discharge of the main functions of the Planning Commission. They feel that whatever studies are required on the subject of Public Management, could be got done through other agencies like the Institute of Public Administration and I.M.R.U.P. and it is not necessary to keep a section in the Planning Commission to do this kind of work.	The Planning Commission broadly agrees with the suggestions of the Estimates Committee. In future, for the study of administrative problems it hopes to make full use of facilities available in the Institute of Public Administration and other Organisations. In the main studies of Public Administration in the Planning Commission will concern problems of rural administration with which community development and the development of co-operation are closely associated. The Public Management Studies Section as such is being discontinued.
15(ii)	40-42	The Committee understood that the scope of the work done by this Section was under review. They feel that even in the list of functions which are proposed to be entrusted to this Unit, there are some on which the Planning Commission itself need not undertake studies. In the view of the Committee all work	[*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].

1	2	3	4
		in the Planning Commission should be organised primarily for the purpose of formulating a plan and advising on its implementation. The machinery of the Commission should not be made cumbersome by undertaking work which could be got done through other agencies.	
		The Committee recommend that the studies of this unit should be so organised that it will facilitate the formulation of plans in regard to the building up of trained manpower—technical, managerial and administrative for the purpose of implementing the Five Year Plans. They should be concerned broadly with questions of how to make management and administration more efficient, more economical and less dilatory. The utilisation of manpower resources available in the Armed Forces and the Reserves could also be considered by this unit. In all these matters the studies should be made with the objective of making a Plan in respect of that matter.	

17(i) & (ii)	47 & 48	The Committee do not feel that there is sufficient work for the Prohibition Section. They are, therefore, glad to find that it is proposed to wind up this Section. They consider that it is not necessary for the Planning Commission to maintain separate staff just for the purpose of watching the progress made by the States and to bring the difficulties to the notice of the Ministry concerned. This work could be done by the Planning Commission in the same manner as it watches progress of plans in other spheres, by maintaining suitable liaison with the Central Committee, from whom the Planning Commission could obtain information whenever required.	While the Planning Commission has discontinued the Prohibition Section as such, as the prohibition programme is an item in the Second Five Year Plan, it has arrangements for keeping in touch with developments in this field. The Public Cooperation Section is headed by an officer of the rank of Director. The post of Officer on Special Duty for Prohibition has been discontinued. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].
17(iii)	49	In view of their earlier recommendation suggesting that the Planning Commission should divest itself of the executive work relating to Public Co-operation, the Committee would suggest that the question of having an officer on Special Duty as the head of the Public Cooperation Division should be reviewed.	

1	2	3	4
31(i)	83	The Committee understand that it has now been decided by the Standing Committee of the National Development Council that the general principle of giving responsibility for development to the representatives of the people within the district should be accepted. They welcome the decision and hope that a decentralised democratic machinery will be set up at the village level and upwards to deal with local administration and planning.	Following the meeting of the Standing Committee of the National Development Council in January, 1958, proposals regarding democratic decentralisation are being pursued by the Planning Commission with State Governments. The suggestions of the Estimates Committee in regard to plans at the district and block level are noted. As far as possible, work is proceeding on these lines.
31(ii)	84	In this connection, they would also suggest that the District Councils recommended by the COPP Team on Community Development and N.E.S. should be given responsibility for the implementation of the Plan. Further, the Council should constitute a number of Sub-Committees, each of them being in charge of a subject like agriculture, education, irrigation, roads, village industries, co-operation etc. The Sub-Committee should have a non-official member of the Council as	[*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].

		the Chairman and an official concerned with the subject as Secretary. Each Sub-Committee should look after the particular subject in the entire district.
31(iii)	85	Further, the broad distribution of the budget provision under the Plan should be prescribed by the Centre within which the State should evolve its own schematic budget, in consultation with the Central Ministries. Within this framework, the district and block level local representative organisations should work out priorities and phasing, subject to certain guiding principles and restrictions. Finally, within the block, the panchayat samiti recommended by the C.O.P.P. Team on Community Development and N.E.S. should break the integrated plan into smaller units *e.g.*, Gram Sewak circles, villages and families. In this manner all planning for the future should proceed from the village level upwards through the machinery of the Sub-Committees of the District Council suggested earlier.
31(iv)	85	Also when a plan compiled in this manner and processed at the State

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		level and at the Centre has to undergo readjustments and pruning, it should be ensured that the modified outline is passed on to the district level, so that at that level, necessary modifications can be made to fix the final village plan. If done this way, it would really emerge as the people's plan and would evoke spontaneous and enthusiastic co-operation from the people and consequently a major portion of the difficulty in the implementation of the Plan would be automatically removed.	
31(v)	85	This process of building up of a plan from the village level will necessarily take some time. Since the formulation of the Third Five Year Plan has to be taken on hand now, the Committee would recommend that the machinery suggested by them should be organised without loss of time, and set in motion early.	

CHAPTER III

REPLIES OF THE PLANNING COMMISSION THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Serial No. (as in Appendix IX to the 21st Report)	Reference to Para No. in the Report	Summary of Conclusions/Recommendations	Reply of the Planning Commission
1	2	3	4
1	11-13	The Committee appreciate that Planning involves allocation of scarce resources, and consequently fixation of priorities. They also realise that in a federal constitution it has special difficulties. Also, when it happens that the financial resources of the States are inelastic and they have to depend upon the Centre for financing a very large portion of their development programmes, very great importance is attached to the approval of the Planning body, as a prerequisite to the release of funds by the Centre. In consequence, it is understandable that a feeling could grow that the Planning Commission	In the view of the Planning Commission, the scope of planning is wider than the allocation of scarce resources and fixation of priorities which have been cited by the Committee. These elements are common to any system whether or not formal planning is undertaken. Planning involves taking an integrated view of the economy as a whole, of its growth over a long period and of the relationships between its different sectors and at different levels within the economy. An organisation such as the Planning Commission has, therefore, to be closely connected with the process of coordination

1	2	3	4
		was not just an advisory body but that it was an additional authority to be reckoned with, which though not part of the ordinary machinery of the Government of India, decided every programme of work and whose decisions were to be carried out by all. The Committee would, however, suggest that the entire procedure now adopted should be reviewed, so that if any practice has grown which lends support to this feeling, it could be rectified.	with the Government. At the same time, it is an advisory body since it has no executive functions and, as a matter of practice, its officers do not serve on the Boards or Corporations or other executive organisations set up by Government. In any recommendations which it makes in regard to allocation of resources, fixation of priorities, selection of programmes etc., it acts always in consultation with the Central Ministries and the State Governments. It is open to the Cabinet to adopt a course other than that recommended by the Planning Commission. Within their field, State Governments are able to make decisions in regard to development programmes according to their best judgment. Every attempt is made to prevent the growth of unduly rigid procedures in planning. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].

The Committee would suggest that the utility to the State Governments and the Central Ministries of the role at present played by the Planning Commission in the annual and periodical allotment of finances, should be reviewed in the light of experience gained in the last two years. It should also be considered to what extent this function should be performed by the Planning Commission and whether it should not be left to the Government themselves leaving the Planning Commission to concentrate on the evaluation of the current Plan and formulation of the future Plan. In this connection, the Committee feel that in normal circumstances it should be possible to allow this function to be performed by the Governments themselves, though in the present circumstances, considering the various difficulties, such as those relating to foreign exchange, etc., it might not be possible to exclude the association of the Planning Commission in the formulation of annual plans.

The evaluation of the current plan and formulation of future plans are important parts of the work of the Planning Commission. In regard to the preparation of annual plans, a major task of the Planning Commission is to estimate the total resources available, in consultation with the Ministry of Finance and the State Governments and to indicate priorities in the light of the Commission's overall view of the economy. In terms of these priorities proposals worked out by the Central Ministries and the States are considered in working groups in which their representatives and those of the Planning Commission participate. Under the existing practice it is for the States to prepare their plans and to propose adjustments in them from time to time. Over a large field both the Central Ministries and the States are concerned. On the side of the States, in dealing with individual sectors, it is necessary to take a view of the State plan as a whole. From this aspect and from the point of view of achievement of important physical targets, the Planning Commission is also necessarily interest-

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			ed. The annual plan discussions with States are intended to provide both an assessment of the current year's performance and the formulation in broad terms of the following year's programmes. Every attempt is being made to develop procedures which would enable States to deal with outstanding matters directly or in consultation with the Central Ministries concerned. Only if the proposals made affect other Ministries or other sectors of developments, consultation with the Planning Commission is considered to be unavoidable. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].
3	15	The Committee would suggest that for the purpose of getting schemes approved for Central assistance, the procedure should be so revised that the State Governments should approach directly the Central Ministries concerned. The Ministries should take decisions on all such matters in consultation with the Planning Commission and the State Governments	The procedure has since been suitably revised and the State Governments have been advised *vide* letters* No. Plan/5/2/57 dated 12th May, 1958 and No. PC(P) 103/57, dated 23rd December, 1958. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].

		concerned. In case there is any difference of opinion between the Planning Commission and a Central Ministry, the difference should be resolved by the Cabinet, and in case there is any difference between the Planning Commission and a State Government, it should be resolved by the National Development Council. If this procedure is adopted, the Committee feel that no justifiable feeling of dissatisfaction will remain. (*Further information called for by the Committee*). The latest position in the matter may please be stated. (*L.S.S. O.M. No. 49-ECI/58, dated 10th April*, 1962).	The procedure for Central assistance to States as indicated in Planning Commission letter No. Plan/5/2/57, dated May 12, 1958 and No. PC(P) 103/57, dated December 23, 1958 was somewhat modified in the Third Plan. The current procedure is indicated in letters* No. PC(P) 4(2)/61, dated October 20, 1961 and No. PC(P)4(2)/62, dated August 4, 1962 addressed to State Governments. [*Planning Commission's O.M. No. 10(62)/59-ADMI, dated* 3-9-1962].
4	16	The Committee were informed that the procedure of issuing financial sanction by the Centre to the payment	

* Not reproduced.

1	2	3	4
		of loans and grants to States to finance the schemes for which the States are responsible, was being revised by the Finance Ministry so that the State Plans would be implemented as autonomous Plans and would not be bound too closely with those of the Central Ministries, except for purposes of broad allocation. The Committee hope that necessary orders would be issued without delay.	
5	21	While the Prime Minister's formal association was absolutely necessary during the formative stages and while he would still have to provide the guidance and assistance to the Planning Commission so as to facilitate the success of planning, it is a matter for consideration whether it is still necessary for him to retain a formal connection with the Planning Commission. Similarly, it would also have to be considered whether it is necessary to continue the formal association of the Finance Minister and other Ministers of the	Careful consideration has been given to these suggestions. It is felt that the idea of the Planning Commission functioning as a completely detached body, consultations being secured with individual Ministers when necessary, is not likely to be very useful in practice. If the Planning Commission is out of touch with the Government for want of close association with the thinking on the broader issues of policy, it may make for ineffectiveness in planning. The presence of the Prime Minister as Chairman of the Planning Commis-

		Central Government with the Commission. The association of Ministers is justified mainly on the ground that it facilitates close consultation and co-ordination with the Ministries. This can, however, be effected by the Minister being invited to attend the meetings of the Commission when a subject with which he is concerned is discussed. The coordination with the Cabinet can also be maintained by a representative of the Commission attending the meetings of the Cabinet when a matter of interest to the Commission is considered.	sion provides a link between the Commission and the Cabinet and assists greatly in co-ordination. The connection between internal and external financial resources and questions of economic policy dealt with in the Ministry of Finance and the formation and implementation of five year and annual plans is an intimate one. It is, therefore, considered necessary that the Finance Minister should be a member of the Planning Commission. The Minister of Planning and the Minister of Defence, besides holding charge of portfolios within the Government, are also responsible for the work of important Divisions in the Planning Commission. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].
6	22	The Committee observe an anomaly in regard to the Planning Minister in that he has no secretariat. Further, he is not the Head of the Commission nor even the Deputy Chairman. It is no doubt necessary to have a spokesman of the Planning Commission in the Parliament so as to explain matters relating to planning in the House. However if a	The arrangement under which the Minister of Planning functions as a Member of the Planning Commission without being the Deputy Chairman has been in operation since March 1953. As a member of the Government, the Minister of Planning also holds another important portfolio. It will not be feasible for a Minister who is not closely associated with

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		Member of the Commission who is not the Head of the Commission or even its Deputy Chairman could be its spokesman, it might be possible for this function to be performed by any Minister designated by the Prime Minister without being formally associated with the Commission or by any member of Parliament who might be associated with the Commission. In the circumstances, the Committee feel that the time has come when a review of the entire position regarding the formal association of Cabinet Ministers of the Central Government with the Planning Commission should be made.	the Commission as a Member to deal with questions concerning planning which arise in the Cabinet and in Parliament. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-1959].
7	23	The Committee feel that the present position of the *de facto* Member in the Planning Commission is anomalous. If the Planning Commission desires to get advice and assistance from a person, who is not able to become a whole-time member it could be so arranged that he is	The arrangement under which the Honorary Statistical Adviser to the Government of India functions as a *de facto* Member of the Planning Commission was made mainly because his close association with the work of the Planning Commission was considered to be

		available for advice, if and when necessary, without making him a *de facto* Member of the Commission. The Committee would, therefore, recommend that this anomalous position should be rectified.	necessary. Professor Mahalanobis a in charge of two Divisions in the Planning Commission—the Statistics & Surveys Division and the Perspective Planning & Scientific and Technical Manpower Division. His association with the Planning Commission is helpful in making available the resources of the Central Statistical Organisation and the Indian Statistical Institute to the Planning Commission. On account of his other commitments, Professor Mahalanobis has not felt it possible to serve in the Planning Commission on a full-time basis. [*Planning Commission's O. M. No. ADMI/10(62)/59, dated* 19-3-1959].
II	34	The Committee feel that it is neither in the interest of efficiency of the work of the Planning Commission, nor fair to the officers themselves that they should be required to play a dual role by working part-time in the Ministry and in the Planning Commission. They are of the view that the officers who are engaged in Planning should be free from the	The Planning Commission agrees with the broad principle enunciated by the Committee. To this there are three exceptions which were considered to be desirable in the mutual interest of the Planning Commission and the Ministries concerned. These relate to the posts of Economic Adviser, Chief (Labour & Employment) and Chief (Land Reforms).

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		burden of day-to-day administration. Even though Planning has to be done in close co-ordination with practical administration, it requires a freshness of outlook and independence of judgment which are difficult to secure if officers have to serve simultaneously both the Planning Commission and the administrative Ministries. The Committee would, therefore, suggest that except when it is unavoidable, officers should be full-time in the Planning Commission.	It was felt that any alternative arrangements would be less satisfactory. [*Planning Commission's O. M. No. ADMI/10(62)/59, dated* 19-3-59].
13	37	During the last two years the Organisation & Methods Section does not appear to have made any useful contribution. In the absence of a Unit examining the organisation and methods of the various Divisions, Branches and Sections, it will not be possible to know whether work has been organised in the most efficient and economical way. The Committee would, therefore, emphasise the need for the O & M Section of the Planning Commission to function actively.	The Organisation & Methods Unit in the Planning Commission is being strengthened. The reorganisation of different units within the Commission which has been completed will greatly assist Organisation & Methods work. [*Planning Commission's O. M. No. ADMI/10(62)/59, dated* 19-3-59].

14	38	The Committee would suggest that the post of Adviser (Transport) may be abolished as it is not necessary to have a whole-time Adviser to advise the Planning Commission on transport problems only. The Commission should whenever transport problems are considered, draw upon the services of specialists from the Transport Ministry and the Railway Ministry as well as of persons who have special knowledge of transport problems in the country.	The post of Adviser (Transport) has been abolished and replaced by a post of Director (Transport). [*Planning Commission's O. M. No. ADMI/10(62)/59, dated* 19-3-59].
16	45	The Committee are of the view that Central direction and co-ordination of public co-operation activities of the various agencies and the sanction of grants-in-aid to those agencies are executive functions. As such they fail to understand why the Planning Commission should be concerned with these matters. They would recommend that the Planning Commission should be divested of this responsibility, which should be transferred to an appropriate Ministry of the Government of India. In so far as public co-operation is concerned, the Planning Commission should confine itself to giving a	The role of public co-operation in the implementation of plans has been stressed both in the First and Second Five-Year Plans. There is need for a small section in the Planning Commission to watch the progress made and to study the methods and techniques developed in mobilising public co-operation. The Planning Commission is assisted by a high level National Advisory Committee on Public Co-operation which includes representatives of various social service organisations. A copy of the Government of India Resolution indicating the composition of National Advisory Committee

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		general outline and suggestions for enlisting public co-operation for various purposes. With the transfer of work at present being done in the Commission, the staff strength should also be correspondingly reduced.	on Public Co-operation is enclosed*. The Public Co-operation Section serves this Committee. The question whether sanctions for grants-in-aid should be issued from the Planning Commission or from some other Ministry has been examined and it is considered that so long as there is no other agency or Department to which the work could be transferred, this may continue to be dealt with by the Public Cooperation Section in the Planning Commission where it is guided personally by the Minister of Planning. The various schemes of Public Cooperation are examined by an inter-Departmental Coordination Committee, which has the Minister of Planning as Chairman, and the financial sanctions are based on the advice of this Committee. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
18	50-51	The Committee feel that it is not necessary for the Planning Commission to examine as a matter of routine all pieces of legislation or proposals received from States relating to Land Reforms. In their	Land Reform is a State subject. In the normal course, Bills are referred to the Central Government when the provisions of the Constitution are attracted and the assent of the President has to be obtained. The Plan-

view, these matters should be dealt with by the appropriate Ministries of the Government of India, and only when an important question which would have an impact on the Plan or on future planning is involved, the matter need be considered by the Planning Commission. The Committee feel that the Land Reforms Division should focus its attention on the difficulties experienced by the States in effecting land reform and offer suggestions for overcoming them. It should also make a full assessment on the consequences of land reform in the social and the economic fields and on agricultural production, employment etc. in order to help future planning.

ning Commission is interested in the progress and character of land reforms in the States because this is a programme of crucial importance for national development and has wider aspects. In the First Five Year Plan, the Planning Commission recommended the establishment in the Central Government of Land Reforms Organisation so that the pace and problems of land reforms in different parts of the country could be dealt with as a national programme. It was in pursuance of this recommendation that in 1953 the Government of India constituted a Central Committee for Land Reforms consisting of the Chairman and Members of the Planning Commission, the Minister of Home Affairs and the Minister of Food and Agriculture. The object of asking States to consult the Central Committee for Land Reforms concerning their proposed measures at an early stage and, as far as possible, prior to the actual introduction of legislation, is to enable the Central Committee to assist State Governments with its suggestions, specially in relation to those aspects of land reform which bear on social and economic policies or which need to

*Not reproduced. *See* Government of India Gazette Part I Section I dated the 27th September, 1958.

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		be accompanied by measures of administrative reorganisation, expansion of credit and cooperative development if they are to yield the full benefit. The Central Committee always considers proposals pertaining to different States in consultation with the State Chief Ministers or other State Ministers concerned. The Government of India regard the Central Committee for Land Reforms as the body at the Centre which is concerned with policy aspects of land reform. Other aspects of the subject continue to be the concern of the appropriate Ministries. The Land Reforms Division of the Planning Commission which assists the Central Committee, concentrates attention on assessing progress and studying problems relating to implementation.
	(*Further information called for by the Committee*).	[*Planning Commission's O.M. No. ADMI*/10(62)/59, *dated* 19-3-59].
	Detailed comments on the suggestion contained in the last sentence of the recommendation *re*: 'full assess-	For full assessment of the consequences of land reform in the social and economic fields and on agricultural

		ment of the consequences of the land reform in the social and economic fields and on agricultural production, employment etc.' may please be offered. (*L.S.S. O.M. No.* 49-*ECI*/58, *dated* 10-4-62).	production, employment etc., the Research Programmes Committee of the Planning Commission has sponsored a number of surveys for current evaluation and study of the long-term socio-economic effects of the land reforms legislation. A list of the Surveys which have already been organised by the Research Programme Committee in this connection is enclosed*. It is proposed to extend the surveys on as large a scale as possible. Reports of some of the surveys have already been published. (*Planning Commission O.M. No. F.* 10 (62)/59-*ADM. I dated* 3-9-62).	25
19	52	The Committee would point out, that among the staff working in the Division there is no person who has personal experience of land tenures and their problems in the States. The Committee feel that the absence of experienced people in this Division might, to a certain extent, account for the lack of progess in regard to the land reforms work. They recommend that persons who have field experience as well as academic attainments and have attained the necessary stature, should be appointed to this Division.	It is felt that the work of the Division as at present organised is being competently performed. The Chief of the Land Reforms Division has been associated with land reforms legislation for a considerable period and is an officer of the Indian Administrative Service with revenue experience. Advisers (Programme Administration) also keep in touch with the progress of land reforms in the States and are associated fully with the work of the Land Reforms Division. [*Planning Commission's O. M. No. ADMI*/10(62)/59, *dated* 19-3-59].	

*Not reproduced.

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20	54	The Committee feel that the work of the Perspective Planning and Scientific and Technical Manpower Division will have to proceed a very long way before it can be claimed that some kind of perspective planning is being done. They would point out that the present arrangement of having a few persons from the Indian Statistical Institute to work in the Office of the Planning Commission is not satisfactory, The Committee consider that while the services of non-Government bodies should be utilised to the extent possible for this and other specific purposes, their functions, duties and tasks should be clearly defined and allotted.	The Perspective Planning Division has a total strength of one Chief, two Assistant Chiefs, four Senior Research Officers, 4 Research Officers and 16 Senior and Junior Investigators. Progressively, the staff of the I.S.I. who were called in as a temporary measure are being replaced by the staff approved by the Union Public Service Commission. The Division also receives a measure of assistance from the staff of the I.S.I. who are associated in its work. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
21	58	The Committee would recommend that it is not necessary to duplicate arrangements in the Central Statistical Organisation and the Planning Commission for collection and collation of data. It should be possible for the Planning Commission to get all the Statistical data it requires	The Central Statistical Organisation have a cell which functions as the Statistics and Surveys Division of the Planning Commission. The staff of this cell are paid for by the Central Statistical Organisation. The Director of the Central Statistical Organisation functions as the head

		from the C.S.O. The Planning Commission should concentrate on the important work of studying, analysing and deducing inferences from the data and formulating advice on the basis of those inferences, rather than fritter away its energy on work, which can as well be entrusted to other statistical organisations.	of the Statistics and Surveys Division in the Planning Commission. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
23	65	The Committee are of the view that the headquarters of the Advisers should be located in the zone which will be under their charge. Most of their time must be available for consultation with the State Governments and for a closer contact with the various State Planning Committees. This would also help them to maintain a closer touch with the Plan activities in their zone. For the purpose of coordination between each other and for holding personal discussions with the Planning Commission and the Central Ministries, they should visit the headquarters of the Planning Commission for a few days every month, preferably timing their visits in such a manner that all of them would be in Delhi during the same period.	The headquarters of all the Advisers, except Shri Ramamurthy who has his headquarters at Madras, are at present located in Delhi. They visit the States with which they are concerned as often as necessary. All of them are also available during certain part of the month at the Headquarters. This arrangement has worked satisfactorily and no modification of it is felt to be necessary. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
	66	The Committee would suggest in this connection that there should be a	The tour report of an Adviser, Programme Administration, is first cir-

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		more systematic collection of all the useful observations and suggestions made by the Advisers which should be tabulated, analysed and given a shape and should be circulated to all the States. Also, more of such observations and greater details should be included in the progress reports issued by the Planning Commission.	culated to the State Government concerned, and to the administrative Ministries and the Divisions of the Planning Commission. The recommendations are analysed and put in the form of a statement indicating precisely the agencies which have to take action on the various recommendations. The Programme Administration Division of the Planning Commission follows up with the agencies concerned and keeps a record of the action taken which is reviewed at periodical meetings. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
25	69	The Committee feel that even though the Committee on Plan Projects has been doing very valuable work through the appointment of various Teams, by its very nature this method would be successful only for specialised studies to be made at some intervals. It will not be possible through this method to	Evaluation is a necessary element in the administrative process. In the first instance, evaluation of projects and programmes is a responsibility of the Central Ministries and the States concerned. To an increasing extent, these authorities are undertaking the evaluation of their programmes, sometimes directly, some-

assess the progress of all the projects continuously. For the purpose of making a continuous evaluation of the various projects that are being implemented through the States, it would be necessary to supplement the present agencies with a machinery like the Programme Evaluation Organisation.

26 71-72 The Committee feel that there is considerable scope for improving the machinery of the local authorities and Panchayats so as to secure greater progress in rural development. They would, therefore, suggest that a comprehensive evaluation of the extent of assistance which these bodies render at present and could render in this matter should be made and steps taken to ensure their greater participation and cooperation in the field of development.

The Committee would further recommend the setting up of two types of evaluation machinery in respect of the various Plan projects. Firstly, there should be continuous evalution of projects by the Central Government in respect of projects under it as well as in a State in times through special committees. The methods and procedures for evaluation have to be adapted to the requirements of different kinds of programmes and schemes. The Planning Commission has at its disposal (a) the Programme Evaluation Organization for the continued study of rural development programmes, (b) the Committee on Plan Projects which sets up teams to study selected projects and programmes, and (c) Advisers, Programme Administration, who personally study the working of a large number of schemes in the States during their tours. The Committee on Plan Projects has undertaken a number of intensive studies and the scope of its work has steadily increased. A brief note giving an up-to-date picture of the range of studies initiated by this Committee is attached*

A scheme for the reorganisation and strengthening of the Programme Evaluation Organisation has been approved. In accordance with this scheme, the coverage of community projects will be increased so as to include 90 to 100 blocks with arrangements for somewhat less intensive current appraisal of 40 to

*Not reproduced.

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		respect of works in that State. It would be in keeping with the principle of democratic decentralisation if this pattern could be extended to the local administrations at lower levels also. In order to ensure uniformity in evaluation, the Adviser (Programme Administration) should guide and direct this internal evaluation machinery. Secondly, there should be an external evaluation machinery under the Planning Commission which should continuously and independently evaluate the progress made in regard to various projects under the Central Government and the State Governments. The Committee feel that it would be a distinct advantage if the members of the Planning Commission played a more direct role in the evaluation of Plan projects.	50 additional development blocks. The scope of evaluation is also being extended to include panchayats and other local self-governing institutions, co-operation, land reforms and village industries. Arrangements have been made under which the Planning Commission will itself pose problems and suggest questions for evaluation by the Programme Evaluation organisation, while the latter will organize its programmes in such a way as to make its enquiries and studies of direct significance to planning. It is also proposed to associate universities more fully with evaluation work. The arrangements described above, the studies undertaken by the Research Programmes Committee, the inspections of Advisers, Programme Administration, progress reports obtained by the Planning Commission and reviews of progress published by it from time to time provide a fairly elaborate set-up for the appraisal of progress. All these arrangements function under the

guidance of the Members of the Planning Commission.

[*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].

(*Further information called for by the Committee*).

The present position regarding the scope and initiation of problems for evaluation by the Programme Evaluation Organisation and other agencies may be stated.

[*L.S.S. O.M., No.* 49-*ECI*|58, *dated* 10-4-1962.]

The field of evaluation entrusted to Programme Evaluation Organisation covers the whole range of rural development programmes as also programmes like Community Development in the urban areas. Within this broad field, the Programme Evaluation Organisation selected some problems or programmes for intensive evaluation study through field survey method. Until 1960, the evaluation studies conducted by Programme Evaluation Organisation dealt mainly with one or more aspects of Community Development. From 1960 onwards, the PEO has been undertaking problem-oriented studies dealing separately with selected programmes included in the plan for rural development. Attempt is made in each of these studies to deal with programmes comprehensively from the stage of planning through administrative

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			implementation to its ultimate execution. Studies of this type have so far covered programmes like Minor Irrigation, Rural Electrification, Improved Seed, Gram Sahayak Training, Major Irrigation, Rural Electrification, Soil Conservation and Primary Education.
			The procedure for selection of problems has been slightly changed. In the past, selection of problems was made after taking into account the suggestions and recommendations of the Ministry of Community Development and the Development Commissioners of the States. Last year, the suggestions of the Ministry of Food and Agriculture, Ministry of Community Development & Co-operation and the Planning Commission were obtained before formulating the final set of proposals. The same procedure is proposed to be followed in the current year.
			Having regard to the growing importance of current evaluation of the methods and techniques of

development in rural areas and of the value of objective and independent evaluation studies, an EVALUATION ADVISORY BOARD, composed mainly of non-officials and with the Director, PEO, as its Member-Secretary has been set up by Planning Commission. Apart from providing advice and guidance to the PEO in selecting problems for investigation, planning and designing evaluation studies and presenting their results, the Board will assist the Central and State Governments in developing facilities for evaluation and arranging for the training of personnel, and generally, to advise Planning Commission in regard to methods, techniques and approach in the evaluation of Government programmes. A copy of Planning Commission Resolution No. F.13(38)/62-Adm.I, dated the 7th May, 1962 regarding setting up of the Board and showing its composition is attached*.

The Committee on Plan Projects, which is the other agency and which conducts studies of important Plan Projects through special selected Teams with a view to securing

*Not reproduced. *See* Government of India Gazette Part I Section I dated the 19th May, 1962.

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			economy and efficiency in their implementation, has so far appointed 8 Teams for making studies of the following categories of projects: (i) Community Projects and National Extension Service. (ii) Major Irrigation and Power Projects. (iii) Buildings Projects. (iv) Minor Irrigation Works. (v) Social Welfare and Welfare of Backward Classes. (vi) Industrial and Mining Enterprises. (vii) Seed Multiplication Schemes. (viii) Selected Educational Schemes. There are besides a number of panels entrusted with designated studies. Three of the Teams, *viz.*, (i), (v), & (vii) above have completed their studies and have been wound up and five Teams are working on

		respective subjects. The existing Teams, except the Education Team, have also completed a number of studies and published reports from time to time. A statement showing the studies already completed by the Teams, those in hand and those proposed to be taken up by them is enclosed.* Copies of all the published reports are available in the Parliament Library. As regards the further extension in the scope of work, it has been decided to set up a Team for studying important Plan Projects relating to Agriculture. This Team will, start with, take up the study of problems relating to introduction of improved agricultural implements. Two Panels are also likely to be set up—one for the study of School Buildings in Rural Areas and the other for the study of Primary Schools in Delhi. [*Planning Commission O. M. No. F 10-(62)/59-Adm. I dated* 3-9-1962].
27 73—75	The Committee would point out that there are certain problems of co-ordination and rationalisation of functions among the Ministries and Departments, on which the Planning Commission may usefully advise.	Problems of coordination and rationalisation of functions among Ministries and Departments of the Central Government do not form part of the ordinary functions of the Planning Commission as such.

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		As an example, they would point out the question of land reclamation. This is a problem which the Ministry of Food & Agriculture may not be able to tackle, because they have no machinery for it. The Central Water and Power Commission may have the resources but may not be concerned with the problem. But meanwhile schemes, which may well lead to additional food production, question of inland water transport is a matter which merits attention by the Centre as well as by the States. There might be other questions also which need similar attention because the administrative responsibility has not been properly allocated.	In regard to irrigation schemes, the Planning Commission's view is that large and medium irrigation projects are a distinct category from minor irrigation schemes. For the former, responsibility rests with the Ministry of Irrigation and Power and for the latter, with the Ministry of Food and Agriculture. Since at the block level there are allocations for minor irrigation in the schematic budget of community development blocks, at the Centre there is need for close coordination between the Ministry of Food & Agriculture and the Ministry of Community Development and also between corrresponding authorities in the States. Efforts in this direction are being made.
		In this connection, the Committee would also point out that the subject of Irrigation is being dealt with by three Ministries of the Government of India *viz.*, the Ministry of Irrigation & Power, the Ministry of Food & Agriculture and the Ministry of	*Planning Commission's O.M. No. ADMI/10(62)/59 dated* 19-3-59].

		Community Development. Such an arrangement raises questions of co-ordination among the Ministries and as between every State Government and each of these three Ministries. The Committee would recommend that the Planning Commission and the Advisers should take into consideration all such questions, whenever they notice them, and after consultation with the authorities concerned, suggest a rational distribution of functions, with a view to ensuring speedy and efficient execution of the schemes.	
28	78	The Committee would suggest that the unemployment problem should be tackled in a bold and energetic manner and that there should be a continuous assessment of the progress made so that timely steps could be taken to ensure that the targets of employment laid down in the Second Plan are not only realised but even bettered to a substantial degree.	The problem is kept under constant review. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
29	79	The Committee notice with regret that adequate arrangements have not been made for commencing the preparation of the Third Five Year Plan. They would suggest that the	Since the middle of 1958, the Planning Commission has been giving thought to questions relating to preparation

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		methods of framing the Third Plan should receive urgent attention.	of the Third Five Year Plan. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
30(i)	81	It is seen that planning at the State level is mostly done by the officers of the State Government under the general direction and control of a Committee of Ministers. The Committee feel that in a vast country, with a variety of natural regions, climatic conditions, social and economic developments, etc., planning can be effective only if it is decentralised.	It is agreed that effective machinery for planning is required in the States and that existing arrangements should be strengthened. These may take the form, where State Governments so desire, of special planning organisations outside the departmental set-up *e.g.*, State Planning Commission. It is proposed to consults State Governments regarding the recommendations of the Estimates Committee. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
30(ii)	82	The Committee feel that if in a unitary form of Government, Planning Commission at the State level besides that at the Central level is considered necessary for the success of Planning, it would be much more so in a federal form of Government like ours. A body of this type in each State might consist of experienced administrators and non-offici-	The question of having effective machinery for planning in the States was considered. The recommendations of the Planning Commission in this regard, which have been made after informal consultations with the State representatives, are contained in para 29 of Chapter XVII of the final report on the Third Five Year Plan; relevant

		als with an intimate knowledge of the problems of the State. They could concern themselves with all aspects of planning in the State and also function in co-ordination with the statistical and evaluation organisations at the State level referred to earlier. The Committee feel that such bodies at the State level would go far to secure the success of planning in the country. They, therefore, recommend that the desirability of setting up a body corresponding to the Planning Commission in each State should be examined in consultation with the State Government.	extracts are attached for ready reference*. It is now for the State Governments to consider the Planning Commission's recommendation further and devise such improvements in their planning machinery as they consider feasible. [*Planning Commission's O.M. No. F. 10(62)/59—ADMI, dated* 14-9-61]
32	86-87	The Committee consider it unfortunate that a start on the work of perspective planning was not made much earlier. They consider that unless the long range objectives are well settled, short-term planning cannot be meaningful. The planners would have to think of at least a 25 year period and fix practicable limits to the growth of the economy during the period. The Committee would recommend that immediate attention should be given to this matter. The cells	The Planning Commission fully shares the emphasis placed on perspective planning. It will be recalled that the First Five Year Plan indicated certain projections for growth of national and *per capita* income for 30 years from 1950-51 to 1980-81. In somewhat greater detail the second Five Year Plan presented projections for the first five plan periods ending in 1975-76 for national income, *per capita* income, population, investment and incremental capital output ratios. The Second Plan also stressed that plans for five-year periods were to be

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working in each Ministry should work out a long term plan while they are preparing one for the immediate future. Such questions as the location of industries, their development, facilities for transport, agricultural production, afforestation, harnessing of atomic energy for peaceful purposes, long range export promotion, mineral exploitation etc., should be considered and a plan laid out for each. In particular, the problem of the haphazard growth of cities and the growing urbanisation in the country are matters which should be given sufficient consideration.

The associated problem relating to slum clearance as well as town planning also needs attention. Further, the need to disperse industries over wide areas so as to prevent their springing up in an unwieldy and haphazard manner as also the connected labour problems has to be given due consideration. All such plans should be coordinated by a group of experts who would fitted as it were, between general long-term plans on the one hand and detailed annual plans on the other.

In pursuance of this approach a Perspective Planning Division was set up in the Planning Commission. It has undertaken a series of manpower and other studies. It is the concern of this Division to examine plans from the point of view of the long-term growth of the economy, synthesis between the requirements of different sectors and the balanced development of the economy as a whole. The Division gives special attention to those technical studies which bear on inter-relationships between different sectors.

For the preparation of the Third Plan a number of working Groups have been set up by the Planning Commission. These Groups have been instructed to make proposals for the Third Plan period, conceiving this as a phase in the more long-term planning for the period ending in 1975-76.

		study the limits of our resources, the relations between the different targets and prepare a composite perspective plan. Such planning should proceed concurrently with the five year plans. Also it should be a continuous process, so that as the economy develops and additional factors come to light, necessary readjustments can be made. The flow of statistical data, their analysis and researches should be directed not only to frame the five year plans but to work out the perspective plan as well. Steps should be taken to train a sufficient number of economists, statisticians, engineers and other technical personnel who will not only be experts but also have general ability and the capacity to look at problems with insight and imagination.	The problems calling for long-term planning to which the Estimates Committee have invited attention are all of great importance and only prolonged study can provide the requisite answers. They are being kept in view in the planning of detailed work on the part of the Planning Commission. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].
33	89-90	The Committee would point out that without an adequate body of reliable data, Planning would be unrealistic; since the problems affect the very foundation of Planning, it should be given more urgent attention. There should be a well laid out plan for the purpose of ensuring that all the data necessary for the building up of a plan, both short-term and long-	The question of statistical data required for planning has been considered and steps are being taken to secure these data to the greatest extent possible. It is felt that the appointment of a team at this stage will not serve any special purpose. [*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59].

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	term, will start flowing within a fixed period.	
	The Committee would, therefore, suggest that the Planning Commission, in consultation with the Central Statistical Organisation, should appoint a team of experts to enquire the nature of statistical data compiled by all these diverse organisations, the duplication of effort involved, rationalisation of their functions, rationalisation of the basis of collection of data, maximum utilization of the data collected, allocation of functions among the different organisations under the Central and State Governments and other bodies, so that taking the country as a whole, there will be a net-work of organisations producing, without waste of effort or overlapping of functions, the data necessary for the purposes of planning and administration. This team should also look into gaps that now exist in the statistical data. They should also suggest measures for getting reliable data about the private sector and	

what is at present the unorganised portion of the private sector. The efforts of the team should be directed to produce a workable plan by which in the very near future a co-ordinated machinery will function throughout the country making the flow of all the necessary data available to the interested organisations.

CHAPTER IV

REPLIES OF THE PLANNING COMMISSION THAT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Sl. No. (as in Appendix IX to the Report)	Reference to Paragraph No. in the Report	Summary of recommendation/ conclusion	Reply of the Planning Commission	Comments of the Committee
1	2	3	4	5
22	64	The Committee are of the view that the existing allocation of States among the Advisers (Programme Administration) is not conducive to efficient functioning. They would, therefore, recommend that each Adviser should have a compact area preferably comprising of all the States in an administrative zone. They would also suggest that the Adviser in charge of the States in a zone should be available for consultation and for advising the Zonal Councils on problems involving the development of the zone.	The present distribution of Zones among the Advisers (Programme Administration) is as follows: *Shri S. V. Ramamurthy*: Bombay Mysore *Shri Nawab Singh*: Punjab Rajasthan Jammu & Kashmir Himachal Pradesh Andhra Pradesh Madras Kerala Pondicherry Laccadive, Minicoy and Amindive Islands *Shri M. S. Sivaraman*: Bihar West Bengal	The advantages of the present arrangements are not stated. It is seen that the States which come under the charge of an Adviser are neither contiguous nor Zone-wise. The Committee, therefore, reiterate the recommendation made in para 64 and have no doubt that the Planning Commission in arranging redistribution of States between the various Advisers would ensure that an Adviser is not put in charge of the State to which he belongs.*

Orissa
Assam
Manipur
Tripura
N.E.F.A
Andaman & Nicobar Islands.

*Shri M. R. Bhide**:

Uttar Pradesh
Madhya Pradesh

*Recently transferred from the Planning Commission. The two States have been temporarily re-allocated to other Advisers.

The headquarters of all the Advisers, except Shri Ramamurthy who has his headquarters at Madras, are at present located in Delhi. They visit the States with which they are concerned as often as necessary. All of them are also available during certain part of the month at the Headquarters. This arrangement has worked satisfactorily and no modification of it is felt to be necessary.

[*Planning Commission's O.M. No. ADMI/10(62)/59, dated* 19-3-59]

*Note : At the time of factual verification of the draft Report, the Planning Commission intimated as follows :

"In accordance with the suggestions made by the Estimates Committee in Chapter IV of the draft Fifteenth Report, the Planning Commission is arranging to reallocate the States among the Advisers (Programme Administration)."

1	2	3	4	5
		(*Further information called for by the Committee*). The present position in the matter may please be stated. (*L.S.S. O.M. No.* 49-ECI/58, *dated* 10*th April*, 1962).	The present distribution of zones among the Advisers on Programme Administration is as follows: 1. *Shri M. S. Sivaraman*: Andhra Pradesh, Kerala, Madras, Punjab, Rajasthan, Jammu & Kashmir, Delhi, Himachal Pradesh, Laccadive and Minicoy Islands, Pondicherry. 2. *Shri B. P. Patel*: Maharashtra, Gujarat, Uttar Pradesh, Madhya Pradesh 3. *Shri R. S. Krishnaswamy*: Assam, Bihar, Mysore, Orissa, West Bengal, Andaman & Nicobar Islands, Manipur, Tripura, NEFA, Naga Hills and Tuensang Area. [*Planning Commission O.M. No. F.* 10(62)/59 *Adm. I dated* 3-9-1962].	

NEW DELHI;
February 4, 1963.
Magha 15, 1884 (*Saka*).

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

(*Vide* S. No. 9 Chapter II)

Short note indicating the main features of the re-organisation scheme of the Planning Commission

The various Divisions of the Planning Commission have been classified as follows:—

(a) General Divisions which are concerned with the Plan and the economy as a whole.

(b) Subject Divisions which are concerned with particular sectors of the Plan and the economy.

(c) Service Branches.

2. In considering the staff requirements of different Divisions under the re-organisation, the general aim has been to strengthen those Divisions which deal with subjects bearing on the tasks of economic and social planning proper so that the methods and techniques of planning may be rapidly improved. It is intended that work of a current and routine character should be reduced in volume and greater concentration should be secured on broader assessments, on questions of policy and principle, and on studies of a basic character. To secure improvement in the quality of work in the Commission, personnel is being strengthened at those points at which thinking and study are specially required. In certain lower categories, the number of staff has been reduced and it is hoped to bring about further reductions gradually.

Within the organisation of the Planning Commission, ordinarily the charge of a Division is held by a Director or a Chief. The co-ordinating responsibility for a group of Divisions is entrusted to an Adviser or a Joint Secretary. At the top level, in addition to the co-ordination duties assigned to Secretary and Additional Secretary, co-ordination for groups of subjects is effected by Adviser (Planning), Economic Adviser, Adviser (Irrigation & Power), Adviser (Social Services) and three Joint Secretaries.

In Divisions headed by Chiefs the next senior level is generally that of Assistant Chiefs. Directors are in charge of Divisions on their own and hold charge of distinct Sections functioning under the general guidance of senior officers such as Advisers, Joint Secretaries etc.

3. In working out the staff requirement of each Division, the above principles have been applied in detail. The enclosed statement shows the strength as finally approved for each Division.

4. For the purpose of better co-ordination some of the allied Divisions have been grouped together as follows:—

(1) Plan Coordination,

(2) Coordination and Administration (General Branch, Programme Administration Division, Administration Branch, O & M, Public Cooperation Division and Information and Publications Section),

(3) Economic
(Economic Division and International Trade Development Division),

(4) Perspective Planning Division,

(5) Statistics and Surveys Division,

(6) Agriculture and Community Development (Agriculture Division, Community Development Local Works Branch, Public Administration including Local Bodies),

(7) Land Reforms Division,

(8) Industry and Transport (Industry and Minerals, Village & Small Industries and Transport & Communications Divisions),

(9) Irrigation & Power Division,

(10) Social Services (Education and Scientific Research, Health, Housing and Social Welfare Divisions),

(11) Labour and Employment Division.

5. The larger technical Divisions have each been provided with separate office unit with a Section Officer attached to them. The smaller allied Divisions have been grouped together and each Group has been given a Section Officer and a complement of Assistants and Clerks. The number of Assistants with the Research Divisions will be gradually reduced as more Upper Division Clerks become available. The object of these proposals is firstly to ensure better filing and recording of papers and secondly, to get the research staffs to assume greater responsibility for looking after their own files and following up action with reasonable assistance from the ministerial staff.

ANNEXURE TO APPENDIX—I

PLANNING COMMISSION

Statement showing the approved strength in the various grades

Division	Chief	Director	Assistant Chief	Senior Research Officer	Research Officer	Eco. Inv. Grade I	Eco. Inv. Grade II
Agriculture	..	..	1	2	4	2	3
Economic	..	2	2	6	6	5	7
Education	..	2	1	2	4	2	4
Labour & Employment	1	..	..	1	3	3	3
Health	1	..	1	2	2	2	2
Housing	..	1	..	..	3	1	2
Industry & Minerals	1	1	1	4	4	3	1
Information, Publicity & Publications	..	..	..	..	..	..	1
International Trade and Development	..	..	..	1	2	..	2
Irrigation & Power	..	2	1	2	5	3	..
Land Reforms	1	..	1	1	3	3	1
Plan Coordination	..	1	1	2	4	3	..
Programme Administration	1	..	2	3	6	3	6
Public Cooperation	..	..	1	..	1	1	1

Division	Chief	Director	Assistant Chief	Senior Research Officer	Research Officer	Eco. Inv. Grade I	Eco. Inv. Grade II
Public Administration	..	1	..	..	..	2	..
Scientific and Industrial Research	..	..	..	..	2	2	..
Perspective Planning	1	..	2	4	8	8	8
Social Welfare	..	1	..	1	3	3	5
Transport	..	1	..	2	2	3	3
Village & Small Industries	..	..	1	1	2	2	2
Minister & Deputy Minister's Office	..	..	1	..	3	..	2
Leave Reserve	..	..	..	..	..	..	2
TOTAL :	6	12	16	34	67	51	55

Joint Secretaries	3	
Advisers	4	(Planning, Economic, Irrigation & Power and Social Service)
Deputy Secretaries	3	
Under Secretaries	6	
Asstt. Information Officer	2	(One for Hindi Section and one for Public Cooperation Branch)
Information Assistant	2	
Publicity Investigator	1	
Officer on Special Duty	3	(Public Cooperation, Scientific and Industrial Research and Cottage Industry)

APPENDIX II

Analysis of the action taken by the Planning Commission on the recommendations contained in the Twenty-first Report of the Estimates Committee (Second Lok Sabha).

1. Total number of recommendations made	33
2. Recommendations accepted fully by the Planning Commission (*vide* recommendations in Chapter II):	
Number	7
Percentage to total	21·2%
3. Recommendations accepted by the Planning Commission partly or with some modifications (*vide* recommendations Nos. 11, 13, 14, 20, 24, 28, 29, 30 and 32 in Chapter III):	
Number	9
Percentage to total	27·3%
4. Recommendations not accepted by the Planning Commission but replies in respect of which have been accepted by the Committee (*vide* recommendations Nos. 1-7, 16, 18, 19, 21, 23, 25, 26, 27 and 33 in Chapter III):	
Number	16
Percentage to total	48·5%
5. Recommendation in respect of which reply of the Planning Commission has not been accepted by the Committee (*vide* recommendation No. 22 in Chapter IV):	
Number	1
Percentage to total	3%

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